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NOTES

I. MUNICIPAL GOVERNMENT

Chicago.—*Police Administration.*¹ The General Act for Incorporation of Cities and Villages, passed by the State Legislature in 1872, under which in lieu of a charter the city of Chicago is still working, gives to City Councils the express power "to regulate the police of the city and pass and enforce all necessary police ordinances." This makes the police department of Chicago a purely municipal institution without any control or interference on the part of the State authorities. The executive control over the department is vested in the General Superintendent of Police, appointed by the Mayor with the consent of the City Council for a period of two years. The city is divided into five police divisions, fifteen districts and forty-four precincts. Each division is commanded by an inspector of police, each district by a captain and each precinct by a lieutenant. All members of the force with the exception of the General Superintendent, but including the Assistant General Superintendent, are selected under the provisions of the Civil Service Law. This Act was passed by the State Legislature in 1895 and is being strictly enforced not only as to the police department, but, in fact, as to every other department of the city administration. Every applicant, after having satisfactorily passed an examination, must enter the force as second-class patrolman, the lowest rank. The examination is of a twofold character, testing the physical qualifications, which are given a weight of two, and the mental qualifications given the weight of one. The test for the mental qualifications consists of an examination in spelling (weight 0.1); penmanship (0.1); arithmetic (0.1); duties (0.6); and city information (0.1). Promotion in the police department is by competitive examination, to which only officers of the next lower rank are admitted. The disciplining of the force also rests with the Civil Service Commission, one member of which acts as Police Trial Commissioner; his findings are reviewed and approved by the entire commission. So firmly is the Civil Service established and enforced in the police department that during recent years not even an attempt was made to circumvent its provisions. Some cases in which this was done in former years were taken to the State Supreme Court and each one was decided by that body in favor of the Civil Service Law. Today it is generally accepted as inviolable and nothing is feared more by the members of the force than to be taken before the Trial Commissioner, for swift punishment is sure to come for any violation of the police rules. The strict enforcement of the Civil Service Law had the further effect completely to do away with the use of the police force for political purposes. Its members belong to all political parties, and no man is asked to help to advance the political fortunes of the administration in power. How colorless politically the Chicago police force is might best be shown by the fact that while the present Assistant General Superintendent and two of the five inspectors openly profess to be Republicans; the administration is Democratic. It may safely be said that the only use to which the Chicago police force is put in elections and primaries, is to preserve order and to protect the integrity of the ballot box.

¹Communication of Hugo S. Grosser, Esq., Chicago Ill.

Numerically the police force is entirely inadequate for the needs of Chicago. Its total membership is but three thousand two hundred and five, of which four hundred and thirty-two are clerks and other employees and two thousand seven hundred and seventy-three, officers of all ranks. Of these 2442 are patrolmen; not less than 747 of these patrolmen are detailed for duty at street crossings, bridges, depots, public offices, on wagons and ambulances, etc.; 338 are "plain clothes men," and 45 act as desk-sergeants, leaving not more than 1312 for actual patrol duty. The area of the city is 122,008 acres. This gives an average area of 44 acres to each member of the force, or an average area of not less than 93 acres to each patrolman available for patrol duty. Chicago has 2806 miles of streets and 1381 miles of alleys, which places an average of not less than 3.2 miles of streets and alleys under supervision of each patrolman available.

The total cost of the police department for 1903 was \$3,569,477.77, or \$1.90 per capita on the basis of the United States Census estimate for 1903, giving Chicago a population of 1,873,880. This is less than in any other large city, but for some time to come Chicago must try to get along with this small amount, not by its own volition, but forced by dire necessity caused by the proverbial poverty of the municipality. Small and insufficient as it is, Chicago's police force can boast of a splendid record of efficiency, showing an average of 28.12 arrests for each member of the force. About 16.4 per cent. of the arrests were on charges of felonies; 11.9 per cent. for misdemeanors; 51.5 per cent. for drunkenness and disorderly conduct, and 20.2 per cent. for other violations of city ordinances. The total number of arrests for 1903 was 77,986. But the efficiency of the force is not shown by the number of arrests alone. Of all the property reported stolen in 1903, valued at \$434,881.75, more than one-half, valued at \$233,559.92, was recovered. Over 10,000 injured and sick persons were assisted by the police; 2964 lost children were restored to their parents, and crime and lawlessness, for some time quite rampant in Chicago, was fearlessly suppressed, so that the city today is comparatively free from crime. Taking into consideration the manifold duties of the police, the frequent labor troubles requiring police supervision, and the insufficient number of officers, the department is doing astonishingly well. The officers are displaying a great deal of endurance and courage. In addition to their regular nine hours of patrol duty they attend police courts, justice courts, coroners' inquests, grand jury sessions and criminal courts, and are besides subject to call for any special duty required. Three officers were killed and 249 were injured while in discharge of their duty during the past year.

The police authorities are sparing no efforts to still further increase the efficiency of the force. The drones and derelicts are being weeded out as fast as possible. Special instruction is being given by competent men in first aid to injured persons, in gathering and preparing evidence for prosecution in the criminal courts, and in physical development. A new system of police records is being devised that will aid in promoting the discipline and in improving the entire service, but after all, to be adequately policed the city of Chicago needs an increase of its force of at least one thousand patrolmen.

Cleveland.—*Police Administration.*² Executive control over the police sys-

²Communication of F. E. Stevens, Esq., Cleveland, Ohio.

tem is divided. The Board of Public Safety executes contracts relating to supplies for the department, provides for the erection and maintenance of police stations and conducts examinations for the appointment and promotion of officers. The Mayor appoints police officers from a list of eligibles submitted by the Board of Public Safety after competitive examination. He is styled the "executive head of the police department," but the stationing, transfer and discipline of the force are entirely under the supervision of the Chief of Police.

The Mayor appoints the Board of Public Safety subject to the approval of a two-thirds vote of the City Council. Upon failure to secure the confirmatory two-thirds vote of the Council, the Board is appointed by the Governor. Two-thirds of the Council in this city approved the Mayor's choice. The statutes give the City Council the option of providing for either two or four members of this Board. The Council chose the smaller number. All appointments and promotions depend upon competitive examinations. The Examining Board consists of the City Solicitor and of the two members of the Board of Public Safety or persons delegated by them from the department. Tests of physical qualifications are made by surgeons connected with the department. Civil Service provisions are in full force. Members of the police force take but little part in politics. At present their political affiliations seem to have nothing to do with either appointment or promotion. Recent years have witnessed a very considerable improvement in this regard. The State authorities have no control over the service unless opportunity for control is afforded by the provision that the Governor shall appoint members of the Board of Public Safety in case the Mayor cannot secure for his appointees the approval of two-thirds of the City Council. This contingency has not yet arisen in this city.

The force numbers at present 456 members. There is an average of thirteen patrolmen to each square mile of territory. Making due allowance, however, for patrolmen on night duty, for those deputized for service at police stations and for general officers, the area under the supervision of each member of the force averages about one-fifth of a square mile. The appropriations for salaries and maintenance for the year ending December 31, 1904, amount to \$700,000, an average per capita cost of \$1.66.

There is no movement on foot for special improvement of the service. Within the past two years the department has been reorganized in the interests of greater efficiency, about 150 patrolmen have been added to the force, and, under the discipline of a young, aggressive and ambitious chief, the *morale* and tone of the force have been greatly improved.

Buffalo.—*Police Administration.*³ The Buffalo police force is governed by a local commission consisting of the Mayor *ex officio*, and two other Commissioners appointed by him, both of whom, however, may not be of the same political party. No control whatever is exercised by the State authorities.

The entire force is under Civil Service rules, and all promotions as well as original appointments, are made by competitive examinations. A change in the rules has lately been made, which, if it takes effect, will exempt all grades above that of Captain from competitive and subject them to qualifying examina-

³Communication of A. C. Richardson, Esq., Buffalo N. Y.

tions only. Under the State Civil Service Law, however, this change cannot take effect until approved by the State Civil Service Commission, which has deferred action upon it for the present. The change is strongly opposed by many members of the Buffalo Civil Service Reform Association. It seems quite safe to say that at present the force is entirely "out of politics." The writer was assured at headquarters that every member of the force votes exactly as he pleases, and that anyone who engaged in politics would promptly "lose his head." At one of the stations he learned also that men on duty on election day were especially cautioned not even to engage in conversation on political subjects.

The force consists at present of 784 persons, of whom 566 are patrolmen, 39 sergeants, 21 patrol-wagon drivers, 13 janitresses, 4 matrons, and the rest officials and clerks of various designations and duties. Forty-one of the patrolmen are mounted, for service in the large precincts where much of the territory is unoccupied or thinly settled. There is also a "bicycle squad" of eighteen, detailed from different precincts, who serve in this way from April to November and are then returned to regular patrol duty. The harbor is patrolled by a small yacht, which traveled over 13,000 miles on this service last year, and besides other services towed over 2000 logs and stumps from the harbor to the lake, where they either went to the bottom or were carried down the Niagara River, in either case ceasing to be dangerous to navigation.

The patrol box system of Buffalo is said to be the best in the world. Every patrolman has to report from each box situated on his beat at regular intervals; and this makes it possible to communicate from headquarters with every man on post if necessary, in a very short time. When an officer makes an arrest he takes his prisoner to the nearest patrol box, and signals both to his station and to headquarters; whereupon the nearest patrol wagon, of which there are seven located at different stations, is sent to convey the prisoner to the station, so that the officer need not leave his post for this purpose. An ambulance may be summoned in the same way if necessary. Each box is also provided with a telephone.

The areas of the precincts range from 0.72 to 10.07 square miles; the total length of streets in each precinct varies from 16 to 90 miles. As nearly as can be calculated, the average amount of territory supervised by one patrolman on foot is about 0.175 square mile at night, and 0.29 square mile by day; a mounted officer probably covers from six to ten times as much.

The total appropriation for the police force for the fiscal year ending June 30 1904, is \$797,590, which makes the cost per capita about \$1.92. The force is thought to be, on the whole, very efficient. It certainly rises to a great emergency in a most creditable manner.

By way of improvement the Superintendent asked last year for fifty more patrolmen and also for a new yacht, as the old one is no longer fit for service; but neither request was granted by the Common Council

*Cincinnati.—Police Administration.*⁴ In the city of Cincinnati the Mayor of the city is the executive head of the police department; the whole department is under the control of a Bi-Partisan Board, composed of four members, known

⁴Communication of Max B. May, Esq., Cincinnati, Ohio.

as a Board of Public Safety. This Board is vested with all powers and duties connected with and incident to the appointment and government of the police and fire department of the city. The Chief of Police is the executive head of the department, under the direction of the Mayor; the Chief has the exclusive control over the stationing and transfer of policemen, and other officers and employees in the department, subject, of course, to the general rules and regulations of the Board of Public Safety. In the city of Cincinnati the Civil Service provisions in reference to the selection of the police force are in the main strictly enforced. The police force of the city is not in any way a political factor. The police, of course, are in charge on election days, and are the official messengers of the Board of Elections, but within recent years there has been no complaint made on account of political activity of the force.

The number of the police force of the city of Cincinnati is 532, composed of one Chief of Police, 3 inspectors, 20 lieutenants, 32 sergeants, 10 corporals, 385 patrolmen, 25 station-house keepers, 20 drivers. The total area police is 41½ square miles. The total cost of the force is \$571,268.36, of which \$535,218.23 is salary account, and \$36,050.13 is maintenance account. The cost per square mile is about \$16,322, and cost per capita \$1.75.

The service has given satisfaction, the outlying districts being cared for by mounted police and bicycle squads. The patrol wagon system has been in use for very many years and has given much satisfaction.

Pittsburgh, Pa.—Police Administration.⁵ The police and fire systems of Pittsburgh have been for many years a source of considerable pride to the people of that city. In the midst of a desert of official incompetency and dishonesty, they stood out like oases of green joy to the citizen who was eagerly looking for something to commend in the municipal administration. Now and then, it is true, scandals have arisen as to the purchase of land for police stations, the favoring of special designs of fire engines or of particular materials for building purposes, and such other affairs of these bureaus as have furnished opportunity for the application of modern political business methods. Considering the political conditions which have prevailed here for many years, it may be said that the police and fire systems of Pittsburgh are surprisingly good and efficient.

Under its charter as a city of the second class, the control of the police system is entirely executive. The Director of Public Safety, whose department includes the Bureau of Police, is appointed by and is directly responsible to the Mayor. The entire police force, including the Superintendent of Police, is appointed by the Director of Public Safety, who may make his selection from the list of candidates approved by the Police Examining Board. This Board is an important part of the system of Civil Service created by the Acts of Assembly of March 7, 1901, and of June 20, 1901, for the appointment and regulation of the uniformed employees of the Bureaus of Police and Fire of the Department of Public Safety. The Board consists of the Mayor, the Presidents of Select and Common Councils, and the Superintendents of the Bureaus of Police and Fire. Quarterly examinations are held by examiners appointed by the Board, a quorum of which must also be present. These examinations are open to any citizen be-

⁵Communication of Edwin Z. Smith, Esq., Pittsburgh, Pa.

tween the age of twenty-one and thirty-five, who has resided in the State for one year, has never been convicted of crime, and can speak and read understandingly the English language. The examinations are both mental and physical, the former being directed more to the amount of intelligence than of education, and the latter being the same as that required of applicants for enlistment in the United States Army. From the list of successful applicants vacancies on the force are filled by the Director, he having a choice of one of three candidates in their order upon the certified list.

Under these acts no member of the police force may be dismissed for political reasons, but specific charges of disability, incompetency or misconduct must be preferred against him, upon which, after due notice, he is tried by a court composed of his equals or superiors in rank. If found guilty, the court assesses the penalty; either fine, suspension or dismissal, and the Director, with the approval of the Mayor, carries out the sentence. This court is held weekly, passes on an average of eight to ten cases at each sitting, and is very effective in the maintenance of discipline. The provisions of the Civil Service acts are enforced with some strictness, and only exceptionally strong political influence is allowed to affect their application in any particular case. The police force of Pittsburgh numbers approximately 500, an average of one for each 700 of the population of 350,000; and its cost to the city for the year of 1904 will be \$634,500, a per capita charge of \$1.81 upon each inhabitant. Owing to the peculiar topography of Pittsburgh and the irregular distribution of its inhabitants, it is hardly possible to estimate the average area of supervision by the patrolmen. In the congested and lawless districts the number required is naturally much larger than in the more sparsely populated suburbs. In the principal suburb of the city, that of the East End, a small force of mounted patrolmen is used with economy and good result. The pay of a patrolman is \$3 a day, of a sergeant, \$3.25 a day, of a lieutenant, \$110 per month, and of a captain \$125 per month. This fair remuneration, added to the assurance of reward for long and faithful service afforded by the Police Pension Fund, has of late years attracted a fairly good class of applicants for appointment to the force, and younger and more intelligent men are now being recruited.

Under the administration of this fund, which is provided for by ordinances of Councils under authority of a special Act of Assembly, employees of the police force are retired on half pay at the expiration of twenty-five years of active service. The fund now amounts to \$100,000, and is supported by the city by an annual appropriation by Council of \$30 per man. Unquestionably the provisions of this fund have been of great influence in improving and maintaining the standard of character and *morale* of the force. In case of death, from any cause, the legal representatives of the decedent receive \$1000, from the Pension Fund. There is also a so-called Defense Fund made up by voluntary assessment by the police themselves, for the protection of its beneficiaries against suits for damages for alleged injuries in the performance of official duty. The city pays policemen their wages during disability incurred in service, but not for time lost on account of illness.

As to the manner in which practical politics affects the police system, it must be confessed that, notwithstanding the fairly conscientious enforcement of the

Civil Service rules, a political pull is of considerable assistance towards obtaining a position on the force, but once the appointment secured political influence would scarcely secure the discharge of a competent man without other cause. Here, as in other large cities, improper use has been, without doubt, frequently made of the police force at primaries, political conventions and elections. It is quite possible, on such occasions, for the police to carry out instructions as to the suppression of disorder in such a way as to exclude a hostile disorderly element to the advantage of an equally disorderly and sometimes unlawful favored element. In such cases as these, however, it is a matter of difficulty to prove the actual offense; and, at any rate, the American political conscience is singularly and deplorably callous in the consideration of most offenses against the election laws and the freedom of the ballot, especially when perpetrated at primaries or political conventions.

Milwaukee.—*Police Administration.*⁶ In 1885 the fire and police departments of Milwaukee were placed on a Civil Service Reform basis, and the change from old methods has been more than satisfactory. The appointments and promotions in the police force are made under the rules of the Fire and Police Commission, and the Chief of Police is appointed directly by that commission. The members of the Fire and Police Commission are appointed by the Mayor. Civil Service provisions prevail in the most approved sense of the term, and are enforced absolutely with marked results in the character and quality of the service. The divorce of the department from politics is complete.

The State exercises no control over the police force in any sense. The force consists of one Chief, one inspector, one captain, six lieutenants, sixteen sergeants, sixteen detectives and three hundred and six patrolmen. The area under police supervision is 22.53 square miles, or 14,419 acres, so that each officer has an average beat of 41½ acres. The greatest number of men on duty during the night is 177 patrolmen, with an average beat of 81½ acres. The greatest number during the day time is 68 patrolmen with an average beat of 212 acres. The total cost of maintaining the department during the year 1903 was \$360,483. An extremely conservative estimate of the population is 220,000, making the per capita expense \$1.64.

There has been no movement at any time for a change or an improvement of the service. Those, however, who are familiar with police conditions throughout the country are convinced that Milwaukee has a much smaller force numerically, than any city with the same population and area. In this connection it is an interesting fact that the percentage of crime in proportion to the population, including petty offenses, is far less than in any city of the same class. This is partly due to the character of the population, but very largely to the efficiency of the Chief of Police, and the advantages which the merit system affords him in the management of the force.

Washington, D. C.—*Police Administration.*⁷ The police department is under the immediate control of the Commissioners of the District of Columbia, who are appointed by the President of the United States. Under the present form of

⁶Communication of John A. Butler, Esq., Milwaukee, Wis.

⁷Communication of George S. Wilson, Secretary Board of Charities, Washington, D. C.

government by commission in the District of Columbia, there are no elective offices, the entire local government being under the control of the Commissioners.

The selection of members of the police force is in strict accordance with Civil Service provisions. A strict physical and mental examination is passed, and personal or political influence has no weight in the selection of candidates. The police force is not involved in politics in any manner. Owing to the peculiar form of government in the District of Columbia, the question as to the control of the State authorities does not apply, as there is no distinction between State and city, the government of the District of Columbia being a unity, and the District itself being little more than the city of Washington and suburbs. The police force of the city, according to the official report, for the year 1903, consisted of 641 men, and the total area of the District of Columbia is 44,320 acres, allowing, approximately, one man for each 69 acres of territory. In considering these figures, it should be borne in mind that the figures are for the District of Columbia as a whole, and not for the city of Washington only. The suburban area in the District is much larger than would ordinarily be included within the city limits of a city of the size of Washington.

The total cost to the city for the year 1903 was approximately \$800,000. The population of the city for the same year was about 280,000, which would make a cost, per capita, of approximately \$2.86.

The police department of Washington is, without doubt, one of the most efficient in the United States. The head of the department, designated as "Major and Superintendent," is a most capable and conscientious official. His position was obtained by merit, and undoubtedly he will be retained as long as he is willing to remain in his present position. The charges of corruption and graft, so commonly heard in other cities, in connection with the police department, are unknown in Washington. It has never been seriously intimated, in any responsible quarter, that the police department would tolerate any form of law-breaking because of corrupt influence. A consistent policy of administration is pursued, and is not affected, in the least, by change of administration. The unique conditions existing as to governmental control in the District of Columbia, make it possible to eliminate political influence in local affairs; and in no direction is the advantage of these conditions more noticeable than in the administration of the police department.

Kansas City.—*Police Administration.*⁸ The police department of Kansas City is regulated by the provisions of a State statute applying to the police in all cities having a population of not less than 100,000 and not more than 300,000. This statute establishes a Board of Police Commissioners consisting of three persons. The Mayor of the city is *ex officio* a member of the Commission and is President of the Police Board. The other two members are appointed by the Governor and confirmed by the Senate, and hold their offices for a term of three years, and until their successors have been elected and qualified. The Board of Police Commissioners have charge of the police department. The law provides that no person shall be appointed a member of the force who is not proven to be of good moral character. He must be able to read and write the English language and be pos-

⁸Communication of Henry L. McCune, Esq., Kansas City, Mo.

sessed of ordinary strength and courage. The Board is required from time to time to hold examinations for determining the qualifications and fitness of all applicants for appointment to positions on the force, such examinations to be held in pursuance of rules and regulations prescribed by the Board. The law provides for an eligible list and for promotion from lower to higher grades. The first employment of policemen and police officers is for a probationary term, during which time the Board may in its discretion discharge a man. Following the probationary term, policemen and police officers may be appointed for an additional term of three years. Thereafter, they are subject to removal only for cause upon complaint made and after a hearing by the Board, at which they are entitled to be present and represented by counsel. The Board may, however, at any time discharge policemen or officers when, in the opinion of the Board, the police force is larger than the interests of the public demand, or when in its opinion there are insufficient funds to pay the expenses of maintaining the force as organized. This provision has afforded a convenient method of evading the Civil Service regulations. The Chief of Police may suspend policemen or police officers (except the Secretary of the Board and police surgeon) against whom charges have been made, until a trial can be had before the Board. Members of the force who have performed faithful service are preferred in making new appointments. Officers who have been crippled or grown old in the service may be assigned by the Board to special duty, or other proper provision be made for them. The statute also makes provision for a police relief association and authorizes the Board to make rules providing for the relief and compensation of members of the police force injured in the discharge of their duty, and for the families of officers or men killed in the discharge of such duty.

A number of the foregoing Civil Service provisions have not been enforced by the Commissioners. No examinations, other than physical, are held, and there is no eligible list from which appointments are made.

The political influence of the Police Commissioners can be understood when it is known that they not only have the exclusive power to appoint, promote and remove members of the force, but are also vested with the authority to license saloons, and revoke such licenses. They are thus able not only to control the vote of the police and saloon, but they are also in a position to call upon the brewers, wholesale liquor dealers and public service corporations for liberal contributions to campaign funds.

There are 305 men in the employ of the police department, including officers, detectives and the Secretary of the Board of Police Commissioners. There are 205 patrolmen, being a little less than one to each 1000 of the population. As only one-half of the force is on duty at one time, the average area under the supervision of each patrolman is about 160 acres. The total cost of the department last year was \$310,000, or about \$1.45 per capita of the population. The Police Commissioners are asking this year for \$366,000.

Changes and improvements in the service are being proposed by the Board of Police Commissioners, and also by different civic organizations. The Board has announced that 30 new patrolmen will be added to the force at once. A police signal system has been purchased during the past year at a cost of \$77,000; \$5000 will be expended this year in improving this system. Other improvements

proposed include one new station house, an emergency hospital, and other equipment. On the part of the civic and commercial organizations, there is a strong sentiment in favor of securing a change in the law so that the Commissioners now appointed by the Governor may be chosen by the city itself. It is also proposed that the power to license dramshops be taken out of the hands of the Police Board. An attempt to secure legislation along these lines will be attempted at the next meeting of the Legislature.

At the next general election, the people will vote upon a proposed amendment to the Constitution authorizing the Legislature to provide by law for the pensioning of members of the police department who may become disabled or superannuated and for the relief of the widows and minor children of deceased members of the force.

Grand Rapids.—Police Administration.⁹ The police department is joined with the fire department under the control of a Board of Police and Fire Commissioners, which consists of five citizens appointed by the Mayor without confirmation by the Council. The appointments are for five years, one member retiring each year. The Mayor is not a member of the Board and has no authority to remove the Commissioners during their term of office. As the Mayor is elected for two years, he has to be elected a second time before he can change the majority membership of the Board. The charter, while giving the Mayor the usual authority to enforce all laws and ordinances, hands over to the Board the direct supervision of the police force, and the Mayor would have to exert an unusual amount of backbone to dominate the police administration, if the Board was unfriendly to his policy.

At the present time there is little or no complaint of political interference with the police department. The Board has absolute authority to appoint and remove police officers, but in practice appointments have generally been made for merit. The average length of service of active members now on the force has been about nine years. The Superintendent of Police is, according to the custom here, a civilian. The present Superintendent has been in office for eleven years. There is no State control of the police force in any form.

The total area of the city is 17.5 square miles and the number of patrolmen is 73. Some parts of the city are not covered by the regular beats. The Common Council has appropriated funds this year for ten additional patrolmen, as some of the outlying districts have been badly in need of better protection of late. The annual expense of the department is about \$85,000, or approximately 90 cents per capita of the population. The service is generally good. The principal complaint here, as in most places, is in regard to the attitude of the police towards the saloons, gambling and vice. The enforcement of the law along these lines is not stringent, and is somewhat spasmodic. It all depends on the attitude of the Police Commissioners and the Mayor. There is no reason to believe that any extensive corruption exists in the force, but it is known that the "sporting" elements have, or try to have, one or more representatives on the Board to take care of their interests. The Board, as now constituted, has a majority of high-class citizens. Though there is some complaint about the division of respon-

⁹Communication of Delos F. Wilcox, Esq., Secretary Civic Club, Grand Rapids, Mich.

sibility in the department, there is no expectation of any radical changes in organization in the near future.

Seattle.—*Police Administration.*¹⁰ The City Charter of Seattle places the power to appoint and remove the Chief of Police in the hands of the Mayor subject to the provision that such appointee shall pass a Civil Service examination. The Civil Service Commission is composed of three members not more than two of whom shall belong to the same political party. The members of this Board hold office for three years, one being appointed each year by the Mayor, who has the discretionary power to remove them; but in case of the removal of a Civil Service Commissioner by the Mayor the vacancy is filled by the City Council.

All subordinate police officers are appointed by the Chief of Police under civil service rules. The police system is entirely under municipal control, although there seems to be nothing in the State Constitution as interpreted by the Supreme Court to prevent the Legislature from making provision by general legislation for effective State supervision of the police service in cities of the first class.

The City Charter of Seattle provides that the police force shall not exceed one officer to each one thousand of population. On this basis Seattle would now be entitled to a police force of at least 130 men. At the present time, however, the city has only 74 patrolmen. These are supposed to furnish police protection throughout the 28.3 square miles of territory included within the limits of the city. Practically, however, police supervision is limited to the business district. The expense of the police department for the year 1903 was \$101,001.04. There is doubtless some ground for the charges of corruption and inefficiency; but, considering the small size of the police force and the difficulties that must be contended with in a city such as Seattle, the system may be regarded as fairly efficient. The police here are not an active factor in municipal politics.

Duluth, Minn.—*Police Administration.*¹¹ The control and supervision of the police department of the city of Duluth is vested in the Mayor of the city. The executive head of the department is the Chief of Police. All officials of the department are appointed by the Mayor and are subject to removal at his pleasure, the Chief of Police absolutely, the other members in compliance with the civil service rules of the city. The entire force, except the Chief, is by charter provision under the classified Civil Service of the city. All appointments are made from a list of eligibles furnished by the Board of Civil Service Commissioners; and, in case of removals, the Mayor is required, within twenty-four hours thereafter, to file in his office, open to public inspection, a statement of the cause. No control is exercised by the State authorities over the municipal police.

In Duluth all interference by the police in politics, except as the members thereof "may quietly exercise the right of suffrage as other citizens," is expressly forbidden by regulation. The question of the discipline or efficiency of the force may be and has at times in the past been an issue in Mayoralty elections in so far as the appointment of a chief may influence such conditions; but the pernicious personal activity of the individual member is now a practically

¹⁰Communication of Prof. J. Allen Smith, University of Washington, Seattle, Wash.

¹¹Communication of W. G. Joerns, Esq., Duluth, Minn.

unknown quantity. The general personnel, since the adoption of the new "home rule" charter in 1900, is under the protection as well as restriction of Civil Service regulations, and we have here recently witnessed a partisan change in the Mayoralty with the somewhat unique accompaniment of the undisturbed continuance in office of a faithful and efficient Chief, who is presumably of adverse political persuasion to the new administration.

The total appropriation for police purposes for 1904 was \$55,602.28, and this must remain the extent of the expenditure of the department, under charter provision, until the next annual tax levy and appropriation.

The city limits of Duluth encompass 69 square miles of territory and the different sections of the city lie widely scattered over this large area. The city has approximately 70,000 inhabitants, is one of the busiest of lake ports and the center of an important lumbering and mining district. Under the appropriation stated, the department is able to maintain an effective force (including Chief and office and station men) of 57 and no more. This number, it has been urgently represented by the Chief, is insufficient properly to cover a territory so widely scattered and peculiarly subject to conditions demanding careful police surveillance, and he has asked the Budget Committee for provision in next year's levy for 12 additional men. Notwithstanding the apparent handicap, the service has been exceptionally efficient and satisfactory.

There is at the present time no special movement for change or improvement in the service. Within the last three or four years, however, under competent direction, the force has made admirable progress in appearance and discipline. Drills for efficiency, revolver and rifle practice, etc., have been inaugurated and are regularly and rigidly kept up. More latterly the Bertillon system of measurement has been formally adopted and a so-called, thoroughly systematized "rogues gallery" established. The department is also in close touch with the National Bureau of Detection at Washington; and, in the detection and prevention of crime and arrest of criminals, has not only done most effective work on its own account, but has also been of substantial assistance to similar departments in other sections.